SIGNATURE PAGE

UNDP Kosovo

Programme Impact (goal): Strengthened capacities of rule of law and security institutions, to perform in an efficient, transparent, accountable and gender-sensitive manner¹

CP Outcome: (1) Institutional mechanisms and capacities developed through a gender perspective to implement legislation to better protect and enable women to access their rights

CP Outcome Indicator: Public Pulse, change (%) in public perception of effectiveness of rule of law and security institutions

Project Output: (1) Capacity of government, security and justice providers to implement the Law on Domestic Violence² is increased.
(2) National Strategy and Action Plan against Domestic Violence is developed, implemented and monitored.
(3) Provide technical and substantive support to the Ministry of Internal Affairs for the revision of the National Strategy and Action Plan on Trafficking in Human Beings.
(4) Capacity and sustainability in providing services for victims of domestic violence and trafficking in human beings is increased.
(5) Civil society ability to monitor and verify the implementation of the Law on Domestic Violence and the national action plans is strengthened.
(6) Awareness of the general public regarding gender-based violence is increased.

Output Indicator: (1) In the Ministry of Labour and Social Welfare, Ministry of Health, Ministry of Justice, Ministry of Local Governance and Administration, Ministry of Internal Affairs, Ministry of Culture, Youth and Sports, as well as Ministry of Education, Science and Technology, the relevant secondary legislation to implement the Law on Domestic Violence is

¹ As stated in the results and resources framework –Kosovo 2011-2015.
² The Law on Domestic Violence was approved by the Kosovo Assembly on 1 July 2010.
drafted and adopted, in accordance with European best practice.

(2.1) The secretariat for the implementation of the National Strategy and Action Plan for Domestic Violence is established and functioning.

(2.2) Number of trainings to key institutional service providers (KP DV, SSOs and MOH officials) based on LDV and secondary laws conducted.

(2.3) Data collection, management and dissemination system on GBV in place and functioning.

(3) The Prime Minister approves the revised National Strategy and Action Plan on Trafficking in Human Beings, which incorporates European standards.

(4.1) Six shelters in Kosovo are capable of providing accommodation and long-term rehabilitation services for victims.

(4.2) Amount of funding in the consolidated budget allocated to the shelters.

(5) A network of civil society organizations is created and able to provide a qualitative report on the implementation of the Law on Domestic Violence.

(6) Number of stories related to violence against women in the media is increased by 20%.

Implementing partner: UNDP Kosovo

Other Partners:
Kosovo Women’s Network (KWN), Office of the Prime Minister (OPM) – Agency for Gender Equality (AGE), Ministry of Internal Affairs (MoIA), Ministry of Labour and Social Welfare (MLSW), Ministry of Justice (MoJ), Kosovo Police (KP), UNIFEM, Kosovo Chamber of Advocates, Kosovo Judicial Institute, Legal Aid Commission, Prosecutors’ Office, Kosovo Media Institute
Programme Period: 2010-13
Programme Component: Crisis Prevention and Recovery
Project Title: UNDP Women’s Safety and Security Initiative (WSSI) Plus (Phase 2)
Project ID: 69640
Project Duration: 36 months
Management Arrangement: DEX

Total Budget: USD 1,512,415
Allocated resources: USD 750,000
- Dutch Government
Un-funded budget: USD 762,415

Agreed by UNDP:
Mr. Parviz Fartash, UNDP Kosovo Director

11 Oct. 2010
**Project Title:** UNDP Women's Safety and Security Initiative (WSSI) Plus (Phase 2)

**Proposed Duration:** 36 months

**Proposing UN Agency:** UNDP Kosovo

**Programme Partners:** UNDP Kosovo, Kosovo Women's Network (KWN)

**Total budget:** USD 1,512,415

**Geographical Location:** Kosovo

**Contact:**

Nazlie Bala, Project Manager,
Ministry of Internal Affairs Building Prishtinë / Priština
+377 44 611 771 / nazlie.bala@undp.org

D. Christopher Decker, Programme Coordinator,
Justice and Security
UNDP Kosovo Pejton Place 14 Prishtinë / Priština
+377 44 505 886 / chris.decker@undp.org

**Local Counterparts:**

Kosovo Women's Network (KWN), Office of the Prime Minister (OPM) – Agency for Gender Equality (AGE), Ministry of Internal Affairs (MoIA), Ministry of Labour and Social Welfare (MLSW), Ministry of Justice (MoJ), Kosovo Police (KP), UNIFEM, Kosovo Chamber of Advocates, Kosovo Judicial Institute (KJI), Legal Aid Commission, Prosecutors' Office, Kosovo Media Institute
Acronyms

A2J  Access to Justice
AGE  Agency for Gender Equality
ATS  Anti-Trafficking Secretariat
BCPR Bureau for Crisis Prevention and Recovery
CDHRF Council for Defence of Human Rights and Freedoms
CEDAW UN Convention on Elimination of All Forms of Discrimination against Women
CSO  Civil Society Organization
CSW  Centre for Social Work
DEX  Direct Execution
DSW  Department for Social Welfare
EPAP European Partnership Action Plan
EU  European Union
EULEX European Union Rule of Law Mission in Kosovo
GBV  Gender-based Violence
GOK  Government of Kosovo
JSSR  Justice and Security Programme
KJI  Kosovo Judicial Institute
KOSSAC Kosovo Small Arms Control
KP   Kosovo Police
KWN  Kosovo Women's Network
LDV  Law on Domestic Violence
MDG  Millennium Development Goal
MEF  Ministry of Economy and Finance
MLSW Ministry of Labour and Social Welfare
MoH  Ministry of Health
MoIA Ministry of Internal Affairs
MoJ  Ministry of Justice
NAP-DV National Strategy and Action Plan for Domestic Violence
NAP-THB National Strategy and Action Plan against Trafficking in Human Beings
OPM  Office of the Prime Minister
PISG Provisional Institutions of Self-Government
RAE  Roma, Ashkali, and Egyptians
ROL  Rule of Law
RRF  Results and Resources Framework
SOP  Standard Operating Procedures
SSO  Social Service Officer
SSR  Security Sector Reform
THB  Trafficking in Human Beings
THBS Trafficking in Human Beings Investigations Section
UNDP United Nations Development Programme
VAAD Victims' Advocacy and Assistance Division
VAW  Violence against Women
WSSI Women's Safety and Security Initiative
8PA  Eight Point Agenda
Executive Summary

In Kosovo, violence against women (VAW) is perhaps the most widespread violation of human rights. According to KWN, 46.6% of all women responding to a survey have been subjected to violence in their homes. The causes of this phenomenon are multidimensional and complex and cut across all segments of the population, reaching all social-economic, religious and ethnic groups and all geographical areas.

Nonetheless, VAW continues to be regarded as a private matter between individuals, and not as a pervasive human rights problem requiring State intervention. Moreover, trafficking in human beings (THB) remains a pressing human rights and law enforcement issue having serious ramifications for human security. Kosovo constitutes a source, transit, and destination country for women who are subjected to trafficking in persons, specifically forced prostitution. Gender-based violence (GBV) impacts adversely on economic development and hampers the efforts to fulfill the Millennium Development Goals (MDGs) in Kosovo. Therefore, efforts to mitigate GBV as well as VAW and work toward its elimination require the enhancement of preventive and responsive services across the justice, security, social welfare, health and education sectors addressing the needs of women and men, young girls and young boys.

In its first phase, UNDP WSSI focused on establishing or strengthening capacities to prevent and respond to VAW and THB among state duty-bearers and civil society actors. Within the strategic framework of the UNDP Kosovo Justice and Security Programme 2009-11 implementing several objectives of the UNDP’s Eight Point Agenda (8PA) for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery (UN Security Council Resolution 1325), the subsequent phase (“WSSI Plus”) emphasized the entrenchment and sustainability of capacities among security and justice providers—including completion of the normative framework and encouraging the political will needed to drive forward an ambitious prevention agenda—and development of long-term, durable monitoring and verification structures rooted in indigenous Kosovo civil society. WSSI Plus has achieved gradual political change in Kosovo and built ownership within the Kosovan institutions to address issues of VAW and THB and render the political representative accountable to the Kosovan society. The next phase of WSSI Plus envisages ensuring the implementation of the secondary legislation and the national strategies and action plans concerning VAW and THB and assuring the sustainability of Kosovo institutions and civil society ownership.

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4 See US Department of State, Trafficking in Persons Report, June 2010.
SECTION A: PROJECT DESCRIPTION

Part 1 - Situation Analysis

1.1 Context

1.1.1 Violence against women

The phenomenon of VAW is one of the most widespread human rights violations on a global scale. Understanding the extent, demographic groups most affected, legal and institutional response and the perception regarding domestic violence in Kosovo is essential for planning a governmental and non-governmental reaction for preventing future violence, protecting victims, and prosecuting perpetrators. Based on a recent survey conducted throughout Kosovo, 46.6% of all women responding have experienced violence in their own homes. Although this survey of 1,256 women and men illustrated that domestic violence is still generally considered shameful in Kosovo, which may explain why it is underreported, nearly 40% of respondents agreed that “Violence is a normal part of any relationship, and society in general accepts that violence happens sometimes.” Almost 20% of the respondents agreed, “Sometimes it is OK for a husband to hit his wife,” and more than one third believed, “It is natural that physical violence happens sometimes when a couple argues.” The causes of this phenomenon are multidimensional and complex, and cut across all segments of the population, reaching all social-economic, religious and ethnic groups and all geographical areas. Unfortunately, safety and security are not enjoyed equally by men and women.

VAW is a technical term used to collectively refer to violent acts that are primarily or exclusively committed against women, with the victim’s gender as a primary motive. The UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW) interprets gender-based violence (GBV) as “violence that is directed against a woman because she is a woman or that affects women disproportionately […] including acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty.”

Based on the existing evidence, the most prevalent form of VAW in Kosovo is domestic violence. This phenomenon is rarely discussed publicly, a consequence of a culture that regards domestic violence an “internal affair,” extended families and informal dispute resolution techniques, the hesitancy of security providers to intercede in private disputes, and women’s fear of bringing “shame” to themselves and their families by reporting violence. Women who report violence risk being ousted from their home, losing custody of their children and vengeance from perpetrators. While awareness of

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6 Ibidem, p.12.
7 See CEDAW General Recommendation 19 on Violence against Women.
domestic violence issues has increased in recent years, underreporting continues; more than half of the women experiencing domestic violence interviewed by KWN in 2007 did not inform police about the most recent case of violence.\(^8\)

During the 1999 conflict, VAW and rape were prevalent. It is estimated that nearly one-third of women in Kosovo suffered physical violence while displaced from their homes, and many women and girls were victims of rape during the war. These victims of sexual violence received some support in the aftermath of the conflict. However, 14% of respondents to the survey “Security Begins at Home”, could not think of a single place where someone suffering violence could get help, and few knew about the services offered by institutions, illustrating the need for more community outreach to inform citizens regarding the services available. At present, people experiencing violence are more likely to seek help from family members or friends than institutions. More than 10% said that there is no law against domestic violence in Kosovo and 34.8% did not know whether there is a law or not.\(^10\) The support for victims appears to have tapered off significantly in the ten years since the conflict and very little support is available now to those victims. Female members of minority communities, such as Roma, Ashakali, and Egyptians (RAE) find it especially difficult to access these services.

In the post-conflict period, VAW increased in Kosovo due to the poor economic situation, post-war trauma and depression amongst men.\(^11\) In countries such as Kosovo where women traditionally have been confined to home-making roles, sexual violence can be seen as the ultimate expression of an attempt to return gender relations to the pre-war situation. VAW does not only entail suffering and serious health consequences for those directly involved, it also leads to major financial strains on society with regard to medical care, the judicial system, the social services, social insurances, unemployment and production loss.\(^12\) Therefore, VAW in Kosovo likely impacts the budgets of the Ministry of Health (MOH), the MLSW, and the MOJ, as well as the Kosovo Consolidated Budget in general.

Beyond ensuring the overall health and well-being of Kosovans and decreasing government expenditures related to domestic violence, the Government of Kosovo has a vested interest in reducing domestic violence as part of its ongoing efforts to achieve the MDGs and progress in the European Union (EU) accession process.


\(^12\) See E. Envall and A. Eriksson, *Costs of Violence against Women* (2006). Companies in Tennessee for example lose approximately $10 million per year in paid work time due to DV related injuries. Moreover, the known domestic violence cases in Tennessee are costing over $35 million in healthcare costs and ultimately the State spends $15 million per year in prison costs for domestic violence murderers. See Tennessee Economic Council on Women, *The Impact of Domestic Violence on the Tennessee Economy*, 2006.
Legislation against VAW in Kosovo is, for the most part, advanced and in line with Euro-Atlantic standards. Challenges remain to effectively implement legislation: most prosecutors are unaware of how to use those instruments that are now available during both the investigative and trial phases; local authorities are reluctant to acknowledge violence as an area of concern, insist that existing laws are sufficient for women’s protection and that domestic violence belongs to the private sphere; economic dependency of women dissuades judicial professionals from applying strong sanctions on perpetrators. Hence it is important to strengthen the capacity of civil society and raise the visibility of the issue, both for the general public and for policymakers. Lack of long-term assistance for the survivors of domestic violence is a key obstacle to responding effectively to VAW, forcing them in most cases to return to violent domestic environments.

1.1.2 Trafficking in human beings

THB is a particular phenomenon of VAW, defined as the recruitment, transportation, harboring, or receipt of people for the purposes of exploitation or forced labor. It represents a multi-faceted challenge to women’s safety and security in Kosovo as well as an issue of trans-boundary crime and a violation of fundamental human rights; further it challenges democratic societies in South-Eastern Europe in the form of an immediate threat to their demographic, political and economic stability, and a blow to human security. Criminal networks have flourished in the aftermath of recent conflicts in the Balkans and turned the region (in particular the Western Balkans) into a nexus point of THB to the EU, especially women both from within the region and from other areas of Eastern Europe. Profits from THB, drug smuggling, and other criminal activities fuel the underground economy, contribute to the spread of corruption, undermine law and order, and may finance international terrorism. Feminized poverty and inferior economic status for women are among the most important “push” factors behind women’s increased risk to THB.

The extent of THB in Kosovo is difficult to determine, but statistics from law enforcement and survivor assistance agencies indicate that the number of victims has decreased within the last two years. Kosovo has demonstrated significant progress in fighting THB as illustrated by the US State Department report on human trafficking in which Kosovo has moved up to Tier 2, reflecting the positive progress that has been made in decreasing the number of foreign victims.

13 For example, in the framework of the legislation against domestic violence, an “order of protection” can be issued very quickly. In case of violation of this order, the penalty is 6 months of prison, but few judicial professionals understand is responsible for monitoring and enforcing this order.
15 According to a study of Kosovo Gender Studies (KGSC) published in 2008, 60-70% of residents of safe houses return to their spouses due to a lack of financial independence and 90% of residents are unable to secure employment after leaving the safe houses.
Nonetheless, in recent years, the intra-Kosovo dimension of the problem has expanded with mainly ethnic Albanian women and girls in rural areas falling prey to the manipulation or coercion of professional traffickers. Almost half of the internally trafficked victims are under the age of eighteen and often from dysfunctional families and/or have a poor education. A growing trend which renders counter-trafficking policing more difficult is the apparent rise in voluntary prostitution, where the traffickers treat potential victims better, giving them improved conditions and paying them a percentage of the earnings from their prostitution. As a result, fewer victims are interested in coming forward and admitting that they were trafficked, and asking for assistance.

The Trafficking in Human Beings Investigations Section (THBS) of the Kosovo Police (KP, formerly Kosovo Police Service) was established in 2000, initially with only international staff. In May 2006 nationalization occurred and now the THBS is led by local KP officers under international monitoring.

In May 2009, UNDP Kosovo WSSI Plus supported the establishment of the Anti-Trafficking Secretariat (ATS) within the MoIA. The Secretariat is currently responsible for monitoring and reporting the implementation of the National Strategy and Action Plan against Trafficking In Human Beings (NAP-THB) 2008-2011.

Nevertheless, THBS and ATS are still facing difficulties in investigative criminal activities. Moreover, weak sentencing for convicted traffickers and failure to confiscate property and assets of perpetrators (of potential value for reinvestment in survivor rehabilitation), due to corruption and cultural misconceptions around trafficking versus smuggling and issues of force and consent, is another significant obstacle in the fight against THB. Prosecutors reportedly do not seek the strongest charges for traffickers because of misconceptions, lack of training and collusion with traffickers. Moreover, investigation and prosecution continue to be hampered by a lack of adequate witness protection. The rise of local victims of THB is a challenge for the shelters and their reintegration into society, since the services offered by various organizations to the survivors are exclusively short-term. Often, local survivors of trafficking have no other solution than to go back to their family environment, where they are often stigmatized and isolated, driving many to depression, with the attendant risk that they will run away and end up re-victimized. The long-term rehabilitation of victims is an enormous gap in the whole system of direct assistance.

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18 IOM reported 64% of victims from Kosovo assisted in 2005 were internally trafficked, 15% were trafficked into Macedonia, with 13% into Albania and Italy.
19 See Kosovo Police Service Trafficking in Human Beings Investigation Section (THBS) annual report, 2005.
1.1.3 UNDP Women’s Safety and Security Initiative (WSSI Plus) 2008-10

WSSI Plus is a continuation of WSSI having the overarching objective to progressively and demonstrably improve the security environment for women and girls in Kosovo. The subsequent phase of the Women’s Safety and Security Initiative (WSSI Plus), launched in 2009 in partnership with relevant national institutions, sought to address the VAW and THB challenges in Kosovo. An independent external mid-term evaluation of the project completed in January 2008 concluded that WSSI had made steady progress in achieving its objectives, and specifically that the project had strengthened institutional capacities to respond to VAW and THB and positioned these issues at the heart of the security sector reform (SSR) agenda. The project succeeded in achieving the deliverables noted below:

- Through direct cooperation with the Agency for Gender Equality (AGE) and working groups consisting of representatives of line ministries, civil society, and international counterparts, WSSI Plus has completed its support towards the drafting of the first Kosovo Law on Domestic Violence (LDV) during 2009. The fourteen month process concluded on 1 July 2010 once the Kosovo Assembly fully approved the draft. WSSI Plus served as the technical and advisory support team for the drafting of the LDV. The legal expert recruited by WSSI drafted the law and served as a consultant to the AGE and WSSI Plus until the adoption of the LDV.

- In partnership with the AGE and KWN, WSSI Plus supported a comprehensive qualitative research on “More than ‘words on paper’? The Response of Justice Providers to Domestic Violence in Kosovo”. The study aims to support the Kosovo government and policymakers in their preparation and implementation of LDV and the forthcoming National Strategy and Action Plan for Domestic Violence (NAP-DV). This research will also aid civil society actors to better understand the current judicial environment in Kosovo in regard to domestic violence. The report concludes with recommendations for policymakers and individual institutions toward enhancing access to justice for domestic violence victims.

- WSSI Plus served as an advisor and provided technical assistance to the AGE-OPM for drafting of the NAP-DV 2010-2013.

- WSSI Plus served as an advisor and provided technical assistance to the MoIA for drafting of the NAP-THB 2008-11.

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22See Ariana Qosaj-Mustafa and Nicole Farnsworth (Kosova Women’s Network), More than “Words on Paper”? The Response of Justice Providers to Domestic Violence in Kosovo, 2009.
- Supporting the establishment of the ATS-MoIA. The Secretariat is responsible for monitoring, reporting and implementing on the NAP-THB 2008-2011.

- WSSI Plus refurbished five interview rooms within five district courts, specifically for the use of victims of trafficking and domestic violence which enabled victims to testify in court procedures without needing to be present in the court room with the accused. This activity was aimed at implementing aspects of the NAP-THB, and is in line with Standard Operating Procedures (Minimal Standards of Care for Victims of Trafficking) and is regarded as a mandatory procedure in order to ensure access to justice for all.

- Coordination and distribution of grants for five shelters as a means to strengthen the capacities of service providers to respond to VAW and THB. WSSI Plus has issued final grants to all service providers during March 2010.

- WSSI Plus in coordination with local shelter in Gjilan successfully managed to initiate the societal reintegration and start the economic empowerment of victims of VAW and THB. The recent employment of eleven victims of THB and VAW from the shelter in Gjilan, plus the building of a house for one of the victims, clearly illustrates the importance of local authorities (municipality) as well as community involvement in the process of reintegrating victims of VAW and THB into society.

- Launching an information campaign to increase community awareness on VAW, implemented in October 2009. The goal of the campaign was to document and generate debate on the current achievements, obstacles and/or failures of civil society, government institutions and other actors in the field of VAW, THB and GBV.

- WSSI Plus supported the production of a short documentary titled *Nale Doren (Put Your Hand Down)* in order to raise awareness among the wider public on access to justice and legal sanctions regarding THB, VAW, and domestic violence. The documentary aims to increase awareness of vulnerable groups, increase awareness among men as users of services of victims’ of trafficking, the legal sanctions, and increase awareness of the wide set of services available, including identification of gaps in services provided in the sectors of social welfare, health and access to justice. The film was launched on 24 November, 2009, at the ABC public theatre. Following the public launching, the film was screened on three national TV stations (RTK, KTV and TV 21). All TV stations dedicated an hour of prime-time to discussion and debates which followed the screening. WSSI Plus supported the Centre for Social Studies in publishing a concise gender glossary in Albanian and Serbian languages with definitions and synopsis of key terms in gender policy, mainstreaming, etc. and will aim to contribute to its' knowledge of
the wider community, state actors, public institutions, civil society, gender and human rights practitioners, and academia.

- The project supported the production of a second documentary “Anti-Trafficking” which was broadcasted in five municipalities during the one month awareness-raising campaign of the MoIA in September-October 2010.

- In partnership with the AGE and KWN, WSSI Plus supported a comprehensive qualitative research “Security Begins at Home” providing substantive information for the first NAP-DV. This research serves as a key reference document for the future action planning.

In sum, WSSI Plus’ most significant accomplishments are to be found in the process of changing the political climate in Kosovo towards acknowledging VAW and THB and placing these issues high on the political agenda through constant advocacy efforts. During the lengthy process of adopting the LDV, WSSI Plus was able to consolidate the good relationship with the relevant governmental institutions and is regarded as a trustworthy and essential partner. The recruitment of a National Anti-Trafficking Coordinator within the MoIA and the engagement of the local authorities in Gjilan in reintegrating victims of VAW and THB into society illustrate the acceptance of political leaders to address these issues. Consequently, WSSI Plus has had decisive impact on building ownership and changing gradually the political culture on the central and local level in Kosovo.

1.2 Institutional / policy / legal frameworks

1.2.1. Normative framework

Kosovo is characterized by a strong framework for women’s safety and security, including:

- UNMIK Regulation 2001/4 on the Prohibition of Trafficking in Persons in Kosovo (2001)
- Criminal Code of Kosovo (2008)
- Law on Domestic Violence (2010)\(^{23}\)
- Constitution of Kosovo (Chapter 2, Article 22, Point 6\(^{24}\)) (2008)

\(^{23}\) The Law on Domestic Violence has been approved in July 2010. The Government of Kosovo is obliged to draft the secondary laws six months after the law has been promulgated. According to Article 27 in the Law on Domestic Violence, the Ministry of Labour and Social Welfare in cooperation with the Ministry of Health, the Ministry of Justice, the Ministry of Local Administration, the Ministry of Internal Affairs, the Ministry of Culture, the Youth and Sports and the Ministry of Education will be responsible to adopt the corresponding secondary laws which will support the needs of victims of DV.

\(^{24}\) The Constitution of Kosovo explicitly incorporates the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).
- National Programme for Gender Equality (2008-13)
- National Action Plan to Combat Violence Against Women (forthcoming)

The EU provides guidance to Kosovo’s institutions on reform priorities through the European Partnership Action Plan (EPAP), a broad and long-term platform for institutional reform viewed as an important component of Kosovo's European integration process. Adopted in August 2006, the EPAP document outlines measures that Kosovo institutions intend to take to achieve priorities such as protection of human rights, and includes a range of targets on women’s safety and security. Moreover, Kosovo is committed to the achievement of the 2000 Millennium Declaration and the associated MDGs, with its explicit focus on women’s equality.

The seven line ministries requiring administrative instructions (secondary legislation), will need to begin drafting this legislation 90 days after the president signs the LDV. WSSI Plus will focus its work in achieving Output 1 on this secondary legislation.

1.2.2. Institutional context

Public institutions responsible for responding to VAW and THB in Kosovo include:

- The AGE within the OPM is one of WSSI Plus’ main partners towards the achievement of its objectives. Two key processes: 1. The Implementation of the Law on Domestic Violence (LDV), and 2. Supporting the forthcoming NAP-DV clearly reflects the common goal of WSSI Plus and AGE.

- KP, especially regional domestic violence coordinators and primary domestic violence investigators established in 2004, and two-member domestic violence investigation units in each station assigned to respond to and investigate every report of domestic violence, including child abuse, 24 hours per day;

- The MLSW, through the Department for Social Welfare (DSW), has the responsibility for supporting families experiencing difficulties and addressing reports or risks of violence to ensure safety and support; DSW coordinates 32 Centres for Social Work (CSWs) across Kosovo, which have a legal obligation to assist domestic violence survivors in compliance with established minimum professional standards.

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26 It should be noted that relevant UN Security Council Resolutions are also reference points in regard to Kosovo’s normative obligations, particularly UN Security Council Resolutions 1325 (on women, peace and security) and 1820 (sexual violence in situations of armed conflict).
The Ministry of Justice (MoJ), including the courts, prosecutors, and the Victims’ Advocacy and Assistance Division (VAAD) which acts as legally appointed representatives of domestic violence survivors in accordance with the Criminal Procedure Code of Kosovo, providing legal, interpretation, psychological, medical, shelter, training and educational assistance.

The MoH, responsible for the provision of emergency medical services, hospitals, and private clinics, and the promotion of health and wellness generally

The MoIA through the ATS is responsible for implementing the NAP-THB. The Project Associate for the ATS, situated at the MoIA, has been recruited and is supported by WSSI Plus. The role of the Associate is to coordinate the implementation of the NAP-THB and work directly with the National Anti-Trafficking Coordinator.

There is also a broad spectrum of civil society organizations active in preventing and responding to VAW and THB, including non-governmental shelters; service providers such as Medica Kosova, an NGO providing free psychological and gynecological assistance to women throughout Kosovo, and the Norma Lawyers Association, which provides free legal assistance and representation to women; and advocacy organizations such as the Council for Defence of Human Rights and Freedoms (CDHRF) and KWN.

1.3 UNDP mandate

UNDP is the global development network of the United Nations, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP deals with the issues of VAW and THB from the human development and human rights perspective. Toward this end, UNDP’s assistance is guided by the principles of equity and impartiality in the treatment of Kosovo’s diverse communities; and the principle of capacity-building, to ensure that Kosovo-based institutions are able to sustain key activities combating women’s insecurity. UNDP’s global work is also shaped by UN Security Council Resolution 1325 on women, peace and security; and the UNDP Bureau for Crisis Prevention and Recovery’s Eight-Point Agenda on women in conflict environments.

Achievement of the MDGs, UNDP’s central priority, is impossible without secure conditions that foster sustainable human development. While the MDGs provide useful mechanisms for progress toward freedom from want, they do not articulate an agenda specific to the promotion of freedom from fear. WSSI Plus will support the Provisional

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27 Eight independent shelters exist in Kosovo as of 2008.
Institutions of Self-Government / Government of Kosovo (PISG / GOK)\textsuperscript{28} in creating an environment conducive to more secure communities for all of Kosovo’s citizens, irrespective of gender.

Within the UN family, UNDP Kosovo is perceived by PISG / GOK institutions as a natural partner to support the development of a holistic approach to women’s security. Furthermore, as the UNDP Resident Representative also acts as UN Development Coordinator in Kosovo, UNDP is uniquely positioned to coordinate an initiative that may be relevant to the activities of other UN agencies.

Part 2 - Project Strategy

UNDP Kosovo is the leading agency on GBV in Kosovo addressing the implementation of the UN Security Council Resolution 1325 and 8PA with numerous initiatives. UNDP is heading the UNKT Joint Programme on Domestic Violence (DV) in Kosovo and WSSI Plus forms also part of the UNKT Task Force on DV.\textsuperscript{29}

UNDP Kosovo’s programming in the area of women’s safety and security is positioned within the wider Justice and Security Programme (JSSR) 2009-11\textsuperscript{30} seeking to strengthen the rule of law in Kosovo through the development of institutional and community capacities to ensure access to justice for all and improve public and personal security and in support of broad human development goals for Kosovo, including MDG goals related to promotion of gender equality and women’s empowerment. Efforts to mitigate the impact of VAW and THB, work toward the elimination of GBV in the long-term, and promote gender equality supports UNDP’s goals of eradicating poverty and promoting human security for all, and contribute to the UN’s global agenda of assisting countries in achieving the MDGs.

UNDP Kosovo is addressing the implementation of the 8PA with its Justice and Security Programme through six discrete project interventions. The projects WSSI, Access to Justice (A2J), Kosovo Small Arms Control Initiative (KOSSAC), Rule of Law (RoL), Support to Security Sector Development (3SD), and Support to Decentralization in Kosovo (SDK) within the JSSR portfolio are tackling several points of the 8PA.\textsuperscript{31} The JSSR Programme was designed in such a way to create an interactive and fertile space for joint action between the programme components. There is a wide range of inter-linkages between the projects and room for cross-fertilization. Notably, KOSSAC and WSSI have already carried out some joint events in relation to gun violence. A2J and WSSI Plus will join

\begin{itemize}
\item UNDP operates in Kosovo on the basis of UNSCR 1244. The term “Provisional Institutions of Self-Government / Government of Kosovo” is used in this document to reflect the continuing transfer of competencies from the PISG to an emerging post-status governance framework.
\item The UNKT Joint Programme on Domestic Violence focuses on three municipalities: Gjilan / Griliane, Dragash / Dragaš and Gjakova / Djakovica.
\item See UNDP Kosovo, Justice and Security Programme 2009-11.
\item In particular, points 1, 2, 3, 5, 7 and 8 of the 8PA.
\end{itemize}
forces on gender justice issues including gender-sensitive provision of legal aid related
to domestic violence and family law. RoL and WSSI will develop a strategy for creation of
additional opportunities for female legal professionals, building on current RoL support
for training of female candidates for Kosovo Bar Exam and partnership with the KJA.

WSSI Plus symbolizes the continuation of WSSI and carries on the overarching objective
of progressively and demonstrably improving the security environment for women and
girls in Kosovo. Essentially, this has entailed the entrenchment and sustainability of
capacities among security and justice providers—including completion of the normative
framework and developing the political will needed to drive forward an ambitious
prevention agenda—and development of long-term, durable monitoring and verification
structures rooted in indigenous Kosovo civil society. Translated into concrete results,
this has consisted of the adoption of the primary legislation in accordance with
European best practice and the development of critical political mechanisms such as the
ATS within the MoIA and further capacity building of central Kosovo institutions
involved in domestic violence and THB strategy development and implementation. Thus,
in its first phase WSSI Plus has achieved gradual political change in Kosovo and is
building ownership within the Kosovan institutions (e.g. National Anti Trafficking
Coordinator and municipality engagement) to address issues of VAW and THB and
render the political representative accountable to the Kosovan society.

The second phase of WSSI Plus envisages ensuring the drafting of the secondary
legislation of the LDV and the implementation of the NAP-DV as well as the NAP-THB.
Moreover, WSSI Plus aims to increase the capacity and sustainability of the shelters and
other service providers to victims of VAW and THB. Lastly, by organizing and training a
network of CSO that will monitor and verify the implementation of the LDV and the
NAP-DV and to raise awareness in general among the society on issues of GBV. Some of
the activities envisioned to implement the project outputs will be aimed at involving the
Ministry of Economy and Finance (MEF) to ensure the economic sustainability of certain
aspects of the project. Ultimately, the overall vision of the second phase of WSSI Plus is
to ensure the sustainability of Kosovo institutions and civil society ownership.

Once the second phase of WSSI Plus has successfully achieved the above outlined aims,
the project will then exclusively focus on the implementation of the laws, national
strategies and action plans. This phase would also consolidate efforts made at ensuring
sustainability.
<table>
<thead>
<tr>
<th>WSSI</th>
<th>WSSI Plus</th>
<th>WSSI Plus (Phase 2)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Awareness raising on VAW and THB</td>
<td>Development of political will</td>
<td>Implementation of laws, national strategies and action plans</td>
</tr>
<tr>
<td>Agenda-setting</td>
<td>Drafting of primary and secondary legislation</td>
<td>Consolidation of political ownership</td>
</tr>
<tr>
<td>Strengthening of institutional capacities to respond to these issues</td>
<td>Implementation of laws, national strategies and action plans</td>
<td>Ensure sustainability of project</td>
</tr>
<tr>
<td></td>
<td>Creating ownership within Kosovo institutions and civil society</td>
<td></td>
</tr>
</tbody>
</table>

WSSI Plus project is supported by a UNDP Senior Gender Advisor, the UNDP Policy Unit, the UNDP Communications Unit, a Programme Analyst and a Programme Coordinator.

2.1 Project objective

The overarching objective of WSSI Plus is to **strengthen capacities of rule of law and security institutions, to perform in an efficient, transparent, accountable and gender sensitive manner**.32

2.2 Expected output and activities

**Output 1**: Capacity of government, security and justice providers to implement the Law on Domestic Violence is increased.

Indicative activities:

1.1 **Support the Government of Kosovo in drafting relevant secondary legislation to implement the Law against Domestic Violence**

According to the LDV, there are seven line ministries (the Ministry of Labour and Social Welfare, Ministry of Health, Ministry of Justice, Ministry of Local Governance and Administration, Ministry of Internal Affairs, Ministry of Culture, Youth and Sports, as well as Ministry of Education, Science and Technology) that are responsible for drafting the administrative instructions that will implement the law. These seven line ministries

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32 As stated in the Results and Resources Framework (RRF) – Kosovo 2011-2015.
will need to begin drafting this legislation six months after the entry into force of the LDV (the Law was published in the Official Gazette of Kosovo on 10 August 2010 and entered into force fifteen days after its publication). Each ministry will most likely convene working groups to draft these secondary laws. WSSI Plus will support and provide all technical and advisory assistance while the ministries draft all necessary secondary laws.

Specific activities:

1.1.1 Setting up the working groups,
1.1.2 Drafting the guidelines for the working groups
1.1.3 Provision of consultancy-expertise on drafting the secondary laws

However, one of the main risks impeding completion of output 1 is a possible delay of the whole process due to the upcoming Parliamentary Elections.

Output 2: National Strategy and Action Plan against Domestic Violence is developed, implemented and monitored

Upon adoption of the new LDV, development of a National Strategy and Action Plan (NAP) to combat VAW will be launched to tackle gender-based crime in a coordinated manner, improve support to survivors as well as bringing more perpetrators to justice. The NAP, among its objectives, will combat VAW and work toward the reduction of the prevalence of domestic violence, increase the rate that domestic violence is reported and the rate of domestic violence offenses that are brought to justice, as well as ensure that survivors of domestic violence are adequately protected and supported Kosovo-wide. The NAP-DV will give special attention to circumstances and situations where women are especially vulnerable and subject to violence, for instance women belonging to ethnic minority communities, displaced or returned women, women with disabilities, and young women and girls. The NAP-DV is also likely to include measures to augment inter-institutional cooperation and coordination and enhance knowledge and competences with regards to combating VAW.

WSSI Plus (Phase 2) will support the established of the ancillary structures and necessary infrastructures conform to the LDV to coordinate and implement the NAP-DV. Article 27 of the LDV specifies the following activities: “Ministry of Labour and Social Welfare, in cooperation with: Ministry of Health, Ministry of Justice, Ministry of Internal Affairs, Ministry of Culture, Youth and Sports and Ministry of Education is responsible for support and raise ancillary structures and necessary infrastructure, which serves to support and meet the needs of persons against whom domestic violence is exercised, including social assistance and medical services, in accordance with applicable Law”.

33 http://www.ks-gov.net/gazetazyrtare/Documente/Liqi%20per%20mbrojtje%20nga%20dhuna%20ne%20familja%20( sheqip).pdf
Indicative activities:

2.1 Coordinate and facilitate the establishment of the inter-ministerial secretariat for the implementation of the National Strategy and Action Plan on Domestic Violence.

For the development, implementation and monitoring of the NAP-DV and as such the completion of output 2, several crucial steps with corresponding activities need to be undertaken. First, the establishment of the inter-ministerial secretariat is envisaged with the support of WSSI Plus.

Specific activities:

2.1.1 WSSI Plus will provide its technical and logistical assistance to the Inter-Committee on VAW and related working groups on establishing the Secretariat’s responsibility for the implementation of the NAP-DV. In particular, this means that WSSI Plus will coordinate and assist on establishing working groups and roundtables with each ministry, provide consultancies and advise on related issues.

2.1.2 WSSI Plus will coordinate and assist on developing MoU’s based on NAP-DV three pillars (prevention, protection and reintegration). The MoU’s ought to be signed between MLSW, KP, VAAD and other key duty bearers at the national level. This will constitute an important priority as to minimize overlap, clarify responsibilities, and promote meaningful coordination and information-sharing.

2.2 Provision of specific trainings and other education services to key institutional service providers on LDV and its respective secondary laws

A subsequent step crucial for the implementation of the NAP-DV is the provision of specific trainings and other education services to key institutional service providers on the LDV and its respective secondary laws aiming to increase the effectiveness of public responses to VAW.

2.2.1 WSSI Plus will deliver specific trainings to the KP DV Unit (in five administrative regions Prishtina /Prishtina, Peja /Peć, Prizren /Prizren, Gjilan /Gnjilane and Mitrovica /Mitrovica) based on Training Needs Analysis (TNA) results and recommendations in order to ensure that regional domestic violence coordinators and domestic violence investigation units based in each police sub-station coordinate effectively with CSWs. The training will be developed based on the secondary legislation of LDV and the standard operating procedures (SOPs).
2.2.2 The project will also provide further training for Social Service Officers (SSOs) in CSW, help in promoting external evaluation and improved monitoring, and institute annual employee performance reviews to ensure consistency with DSW minimum professional standards in responding to domestic violence.

2.2.3 Based on NAP-DV, the SOPs for victims of DV ought to be developed according to three NAP-DV pillars (prevention, protection and reintegration), in this regard. WSSI Plus will coordinate and facilitate the development of SOPs of CSW record-keeping as well as advocate for increased support to CSWs to decrease SSO caseloads.

2.2.4 WSSI Plus will provide workshops and trainings to MoH officials and provide its assistance in developing standard procedures for public and private service providers in treating, communicating with and referring VAW survivors, including a legal obligation for all health care professionals to document and report suspected VAW cases to KP.

2.2.5 WSSI Plus will cooperate closely with the Rule of Law (RoL) project in the trainings of judges and prosecutors implemented in partnership with the Kosovo Judicial Institute (KJI). In particular, training sessions on the LDV are envisaged within the Initial Legal Education Programme (ILEP) and the Continuous Legal Education Programme (CLEP) for judges and prosecutors. WSSI Plus will provide its expertise and guidance on this subject to the ROL project.

2.3 Support to the development of a data collection, management and dissemination system

At present, the dimensions of gender-based insecurity in Kosovo (and, by extension, the efficacy of interventions to alleviate insecurity) are difficult to determine due to a profoundly limited statistical baseline. In other words, because Kosovo institutions do not know the magnitude of the problem of GBV, it is not able to accurately estimate and budget for the annual costs of dealing with the effects of GBV. However, for the effective implementation and monitoring of the NAP-DV these data are of utmost importance.

Specific activities:

2.3.1 The project will conduct a study on the costs of GBV for the “state”. Similar studies have been carried out in order to help inform policy and budget makers as to the true costs the state faces related to domestic violence. This research is designed to estimate the economic impact of domestic violence to individuals, companies and government. It is believed that this
study will help demonstrate that the costs of prevention are far lower than the costs in dealing with domestic violence after it has already occurred.

2.3.2 WSSI Plus will purchase and develop a system for collection, management, and dissemination of information on GBV in Kosovo, incorporating all parties involved in prevention and response (relevant line ministries, KP, public health and counselling services, civil society, open-source media etc.).

However, one of the main risks during the implementation and monitoring of the NAP-DV might be a possible delay of the whole process due to the upcoming Parliamentary Elections. The possible shift within the Government may impede and postpone the planned activities and thus the completion of output 2.

Output 3: Provide technical and substantive support to the Ministry of Internal Affairs with regard to the revision of the National Strategy and Action Plan on Trafficking in Human Beings.

Indicative activities:

3.1 Develop, implement and monitor the revised National Strategy and Action Plan against Trafficking in Human Beings

Adopted in July 2008, the NAP-THB encompasses measures related to prevention, detection and investigation, legislative framework, criminal prosecution, survivor support and rehabilitation, community awareness and the monitoring of the effectiveness of implementation. The NAP-THB focuses on combating THB for sexual purposes, with particular emphasis on women and children; but also takes into account THB for other forms of exploitation, such as forced labour. Implementation and monitoring of the NAP-THB is coordinated by the Deputy Minister of Internal Affairs. WSSI Plus has deployed targeted technical and capacity development assistance to mandated authorities for implementation of the NAP to combat THB.

Specific activities:

3.1.1 The project will reinforce the action plan, front-line service providers and stakeholders by convening a series of seminars covering the full range of new commitments enounced in the plan, through the ATS.

3.1.2 WSSI Plus -through its coordinator- will continue the cooperation with the MoIA and will provide its expertise on establishing an effective and transparent monitoring, verification and reporting system (database).
Output 4: Capacity and sustainability in providing services for victims of domestic violence and trafficking in human beings is increased.

Indicative activities:

4.1 Increase the government and independent shelter’s capacity to provide long-term rehabilitation services for survivors of domestic violence and trafficking in human beings

Provision of assistance to survivors of VAW and THB in Kosovo falls within the mandate of MLSW and is the operational responsibility of the DSW and municipal CSW. Currently, victims of domestic violence often do not receive the appropriate initial services such as health assessment/general check-up, psycho-social support, legal aid, economic support, housing support. This is due to a victims’ initial interaction with Kosovo institutions (social workers, KP, etc.) responsible for addressing the victims’ needs. In some cases, the institutions respond appropriately. In other cases the institutions do not provide the required services to the victim causing further potential victimisation.

Specific activities:

4.1.1 WSSI Plus will draw together policymakers from MLSW, KP, other relevant government actors, civil society advocates, and civil society survivor assistance and rehabilitation service providers to fashion a comprehensive and strategic response to survivor assistance needs. The process will include a need assessment, mapping of existing services and capacities, gap analysis, and development concrete steps for the various stakeholders to implement. 34

While shelters for survivors of VAW and THB represent a short-term response to a socio-economic problem with multiple dimensions and long-term impact, they remain a critical frontline service for vulnerable women in Kosovo.

4.1.2 WSSI Plus will build on investments in the project’s first phase directed towards civil society-supported shelters for survivors of VAW and THB by committing additional resources and technical support to this sector. This means the dispersing of grants to shelters on one hand and on the other hand the re-evaluation -together with the shelter representatives- and changing budget lines for funding of shelters to meet shelters’ most urgent needs, ensuring coverage of essential costs like rent and utilities.

4.1.3 In collaboration with KWN, the project will work with institutional stakeholders, parliamentarians, and other partners to cultivate the political

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34 Three municipalities (Gjilan / Gnjilane, Dragash / Dragaš and Gjakova / Đakovica) will be covered by the UNKT Joint Programme on DV regarding the mapping of existing services. WSSI Plus (Phase 2) will build upon these municipalities when it starts implementing this activity.
will necessary to ensure long-term sustainability of investments in the shelters, including lobbying the MFE to create a system of ensuring sufficient funding for shelters.

4.1.4 The project will also provide training to shelter management on developing business plans and project management skills in order to increase their ability to seek funding.

In order to prevent re-victimisation and dependency on the perpetrator, family, or government, WSSI Plus will continue to work with local municipalities in order to find and create economic opportunities for victims of GBV.

4.1.5 WSSI Plus will work with the MLSW's unit responsible for job and skills training for residents of the shelters in order to increase their chances of obtaining gainful employment.

Output 5: Civil society ability to monitor and verify the implementation of the Law on Domestic Violence and the national action plans is strengthened

Indicative activities:

5.1 Establish the Civil Society Monitoring and Verification Network

In its first phase, WSSI’s support to civil society prioritized the role of CSOs in prevention actions. The project improved the capabilities of local women’s and human rights CSOs journalists to raise the issues of VAW and THB and act as monitors and watchdogs.

Specific activities:

5.1.1 The project will establish a standing civil society monitoring and verification network capable of holding state institutions to their commitments in the LDV and NAPs on VAW and THB. Working in tandem with KWN, WSSI Plus will bring relevant civil society organizations to the table with government counterparts and foster a dialogue on how non-state actors can exercise independent oversight of NAP implementation. The project will invest in a coalition-building exercise to unite disparate civil society groups under an effective coordination umbrella; development of joint information management and advocacy capabilities; mechanisms for knowledge management; and publication of a common annual monitoring report.

5.1.2 Crucially, the project will also core fund 2-4 of the most viable civil society partners (as determined by a formalized capacity assessment and constituency analysis) in order to further cultivate independent monitoring and verification.
Output 6: Awareness of the general public regarding gender-based violence is increased.

Indicative activities:

6.1 Strengthening the local media capacities to address the issue of gender-based violence

Local media in Kosovo has not demonstrated ability to report accurately and/or sensitively about GBV. WSSI Plus will seek to strengthen the capacities of local media (daily newspapers and local TV broadcasters) so that the problem of GBV can be addressed effectively.

Specific activities:

6.1.1 Roundtables will be organized with all relevant actors to discuss the role of the various actors in preventing and developing common strategies on awareness campaigns. The roundtable discussion will document and generate a debate on current achievements, obstacles and/or failures of civil society, government institutions and other actors in the field of GBV.

6.1.2 WSSI Plus with the full support of the UNDP Communications Unit and in conjunction with the Kosovo Media Institute is planning to organize trainings for journalists on GBV reporting. Thereby, journalists will have the necessary capabilities to not only raise awareness but professionally and effectively report on issues related to GBV and promote non-stereotypical images of women and men in the media.

6.1.3 The project will also sponsor an award for the best journalistic piece reporting on GBV in Kosovo by a local journalist.

2.4 Partnerships and coordination

UNDP works closely with the GOK and civil society and in partnership with the international community to bring sustainable solutions to address identified needs in Kosovo, with a special emphasis on the most vulnerable members of Kosovo society. UNDP Kosovo brings to the table its comparative advantage as the lead entity within the UN system for development and capacity-building in post-conflict situations.

The strengthening of meaningful partnerships with the GOK, security sector institutions, civil society organizations, and other stakeholders will be key to the success of WSSI Plus. WSSI Plus will utilize the informal Security and Gender Coordination Group, chaired by UNIFEM, and other venues that draw together disparate actors in the field of women’s security (including other actors in the field contributing to the development of
policy and practice on VAW and THB, as well as the International Organization for Migration, the Kosovo Foundation for an Open Society, the Organization for Security and Cooperation in Europe, the US Department of Justice International Criminal Investigative Training Assistance Programme, and World Learning Kosovo) in order to maximize coordination and minimize overlap and duplication. Within the UN family, WSSI Plus (Phase 2) will continue supporting UNDP Kosovo as the leading agency in the implementation of UN Security Council Resolution 1325, assisting the UNKT Task Force on DV and work closely with other UNDP Kosovo initiatives such as the Kosovo Small Arms Control Initiative (KOSSAC), Access to Justice (A2J) and Rule of Law (RoL).

During project implementation, KWN will be UNDP Kosovo’s main strategic partner. Project personnel will also collaborate closely with the OPM, especially AGE; MoIA, MoH, MoJ, and MSLW; KP, especially THBS; EULEX; UNMIK; and other relevant municipal and civil society bodies. Once the Secretariat (which is responsible for coordination and implementation of NAP-DV) has been established, WSSI Plus (Phase 2) project personnel will synchronize the working plan between Secretariat, WSSI and AGE.

The project’s first phase was implemented with financial support and input from the UNDP Bureau for Crisis Prevention and Recovery (BCPR), the Government of Finland, and the Government of the United Kingdom’s Department for International Development; WSSI Plus will continue to coordinate with these partners and seek to expand the donor consortium supporting project implementation for outputs that cannot be funded by the Dutch Government.

2.5 Gender mainstreaming

In accordance with UNDP’s global commitment to the promotion of gender equality and women’s rights, and UNDP Kosovo’s specific aim of mainstreaming a gender perspective into security programming, the following actions will be taken during project implementation:

- Consistent with the affirmative action employment policy of UNDP Kosovo, any additional posts that maybe required will be recruited to achieve gender balance in personnel. Selection of qualified female permanent staff and temporary consultants will be prioritized.

- Capacity-building interventions targeting the staff of PISG / GOK security institutions will prioritize the provision of skills development and mentoring for key female staff members.

- Staff and consultants retained via WSSI Plus will be obligated to incorporate gender analysis into the development process for new legislation and policy frameworks, and in the amendment or updating or existing laws. Specific efforts
will be made to include female parliamentarians in the drafting of new laws wherever possible.

- All external communications-oriented elements of WSSI Plus will be planned and evaluated with effective outreach to and inclusion of women as a main concern.

2.7 Sustainability

The work plan outlined in this project document illustrates WSSI Plus activities that will occur over a 36-month period. While the extent of policy and capacity development needs is noteworthy, the terms of reference establishing the project will be oriented toward sustainability of institutional and civil society ownership. Project execution will be oriented toward a vision of sustainability that relies on GOK institutional capacity increasing as the role of international actors diminishes and a commitment that no project activities will substitute for tasks that should be publicly-funded through the Kosovo Consolidated Budget. Government involvement in preparation of and political support for implementation of the NAPs, developing of civil society advocacy capabilities to drive forward the women’s security agenda in the public arena, and a requirement (wherever possible) that central and local government actors cost-share project implementation will further foster long-term sustainability. Furthermore, some of the activities envisioned to implement the project outputs will be aimed at involving the MEF so as to ensure the economic sustainability of certain aspects of the project.

Part 3 - Management arrangements

Envisioned project activities will be carried out by the UNDP Kosovo office in Prishtinë / Priština under the Direct Execution (DEX) modality to assist Kosovo authorities in administering this particular project, in line with UNDP’s results-based management approach. UNDP Kosovo will take full responsibility for the achievement of immediate objectives as well as for the administration of financial and human resources.

The management of allocated funds will be carried out according to UNDP financial rules and regulations, based on a work plan with a detailed budget. UNDP Kosovo will be responsible for managing and reporting back to donors on the resources allocated to the work plan.

3.1 Project Board

The Project Board is responsible for making consensus management decisions for the project when guidance is required by the Project Manager, including recommending approval of project revisions. The Project Board will be consulted by the Project Manager for decisions when the project exceeds tolerances, normally in terms of time and budget; reviews will also be conducted at designated decision points during rollout.
Complete terms of reference will be devised subsequent to the Project Board’s first meeting.

The Project Board has three roles:

- Executive (in this case, the UNDP Kosovo Director), representing project ownership to chair the group,
- Senior Supplier (in this case, the main bilateral partners), to provide guidance regarding the technical feasibility of the project; and,
- Senior Beneficiary (in this case, a senior official appointed by the Office of the Prime Minister) to ensure realization of project benefits from the perspective of project beneficiaries.

Senior Partner Representatives will be included as ex officio members of the Project Board. KWN and one representative from the UNKT Task Force on DV will both have seats on the Project Board as Senior Partner Representatives; so many relevant line ministries, such as OPM-AGE, MoIA, MoJ, and KP. An additional ex officio member may be added to reflect the perspective of minority communities. In order to ensure UNDP Kosovo’s ultimate accountability, final decision-making rests with the UNDP Kosovo Resident Representative in accordance with applicable regulations, rules, policies and procedures.

3.2 Project Assurance

The Project Assurance role carries out objective and independent project oversight and monitoring functions, ensuring that appropriate project management milestones are managed and completed. Project Assurance is the responsibility of the assigned Programme Analyst and the Project Board; however, the role can also be delegated externally. The Project Assurance role will be assigned following launch of the initiative, most likely to another programme cluster team within UNDP Kosovo.

3.3 Project Team

Implementation of the project will be carried out by a five-member Project Team, headed by an experienced national Project Manager, responsible for the direction and control of the Project Team and acting as senior technical advisor to the GOK on issues related to women’s security. The Project Team will include three other core national personnel:

(1) Project Officer, a specialist responsible for provision of technical support to MoIA and MOJ;

(2) Knowledge Management Officer, a specialist responsible for research, dissemination, and other KM activities.
(3) Project Associate, a mid-level staff person responsible for managing financial, administrative, and logistical aspects of the project.

This team will be supplemented as necessary by short-term international and national technical consultants.

3.4 Project Organization Structure

Part 4 -

Monitoring and Evaluation

UNDP Kosovo will bear responsibility for ongoing monitoring of project implementation, in close cooperation with key stakeholders and partners. The Results and Resources Framework (RRF) incorporated into this document will be the touchstone for performance monitoring and reporting. Further monitoring will be performed on the basis of work plans prepared by the Project Team, which will submit quarterly reports to UNDP Kosovo and the Project Board, enabling stakeholders to benchmark and assess progress on rollout of activities.

4.1 Monitoring

A Monitoring and Evaluation Plan will be forthcoming.
4.2 Evaluation

A general baseline study has been conducted at the project launch, but some additional baseline studies may need to be conducted (i.e. Output 6: Awareness of the general public regarding gender-based violence is increased). The Annual Review Report will be produced during the fourth quarter of the first year as a basis for assessing the performance of the project. This review will involve all key project stakeholders and focus on the extent, to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes; it will also include a mid-point reassessment of the baseline study. The review will be structured by a set of common standards, and will be subject to spot external quality assurance assessments. At the conclusion of the project, UNDP Kosovo will initiate a full external evaluation to be incorporated into the Final Review Report, utilizing the baseline study as the principal means of assessing accomplishment of project goals.

4.3 Financial reporting

The project will be subject to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP Kosovo. Should an Audit Report of the Board of Auditors of UNDP to its governing body contain observations relevant to the project’s financial contributions, such information shall be made available to donors.

UNDP Kosovo will prepare an unaudited financial statement of receipts, disbursements and fund balance with respect to the project and forward a copy to each donor at project closure. In the event that donors request a financial statement audit to be performed by external auditors, the costs of such an audit, including the internal costs of UNDP Kosovo with respect to such an audit, will be charged to the project budget. UNDP Kosovo will provide each donor with a copy of the auditors’ report.
## Part 5 - Risks Log

<table>
<thead>
<tr>
<th>#</th>
<th>Description</th>
<th>Category</th>
<th>Impact &amp; Probability</th>
<th>Countermeasures / Mngt response</th>
<th>Owner</th>
<th>Author</th>
<th>Date Identified</th>
<th>Last Update</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Insufficient involvement of security sector personnel in defining and leading project implementation</td>
<td>Operational</td>
<td>Adverse impact on political and administrative willingness to support project activities, and limited long-term sustainability P = 2</td>
<td>Open, consultative project development approach; close coordination with key institutions; inclusion of senior PISG / GOK representation on Project Board</td>
<td>Project Manager</td>
<td>UNDP Kosovo</td>
<td>Inception</td>
<td>Inception</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Multiple partners collaborating on various aspects of VAW and THB and potential for weak coordination or competition between stakeholders</td>
<td>Operational</td>
<td>Confusion, inefficiencies, loss of PISG / GOK political support and buy-in P = 3</td>
<td>Effective coordination mechanisms at all points in project cycle enabling stakeholders to ensure coherence of their endeavours and efficient delivery; clear definition of</td>
<td>Project Manager</td>
<td>UNDP Kosovo</td>
<td>Inception</td>
<td>Inception</td>
<td></td>
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<tr>
<td></td>
<td>Serious deterioration in relations between UNDP Kosovo and PISG / GOK</td>
<td>Environmental Political</td>
<td>Hostile operating environment for project personnel</td>
<td>Maintenance of respectful, collaborative approach and transparency</td>
<td>Project Manager</td>
<td>UNDP Kosovo</td>
<td>Inception</td>
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<tr>
<td>3</td>
<td>Serious deterioration of the security environment in Kosovo</td>
<td>Environmental Security</td>
<td>Hampering of effectiveness and scope of activities, distraction of key personnel</td>
<td>Project Team and PISG / GOK interlocutors will attune project activities to changes in the security situation</td>
<td>Project Manager</td>
<td>UNDP Kosovo</td>
<td>Inception</td>
<td></td>
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<tr>
<td>4</td>
<td>Possible delays on project implementation due to the upcoming National Elections</td>
<td>Environmental Political</td>
<td>Inefficiencies, loss of political support, less cooperation from Kosovo Government or municipalities</td>
<td>Maintenance of respectful, collaborative approach and transparency</td>
<td>Project Manager</td>
<td>UNDP Kosovo</td>
<td>Inception</td>
<td></td>
<td></td>
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</tbody>
</table>
Part 6 - Legal Context

Kosovo is currently administered by UNMIK, established under UN Security Council Resolution 1244. UNDP project activities in Kosovo are coordinated with UNMIK, pursuant to Resolution 1244, associated Security Council Resolutions, and administrative regulations promulgated there under. Upon replacement of Resolution 1244, UNDP Kosovo project activities will be implemented in compliance with domestic law.

UNDP Kosovo project activities shall be carried out in accordance with applicable UNDP regulations, rules, policies and procedures.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided s/he is assured that the other signatories of the project document have no objections to the proposed changes:

- Revisions in, or addition to, any of the annexes of the project document

- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but which are caused by the rearrangements of inputs already agreed to or by cost increases due to inflation
**SECTION B: RESULTS AND RESOURCES FRAMEWORK**

<table>
<thead>
<tr>
<th>Intended Outcome as stated in the Country Results Framework:</th>
<th>Institutional mechanisms and capacities developed through a gender perspective to implement legislation to better protect and enable women to access their rights</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome Indicator as stated in the Country Programme Results and Resources Framework:</td>
<td>Public Pulse, change (%) in public perception of effectiveness of rule of law and security institutions. Target: 5% increase in public perception of effectiveness of rule of law and security institutions</td>
</tr>
<tr>
<td>Partnership Strategy:</td>
<td>Adoption of open and consultative approach in project development, close coordination with key institutions, inclusion of senior PISG / GOK representation on Project Board; effective coordination mechanisms at all points in project cycle enabling stakeholders to ensure coherence of their endeavors and efficient deliver; clear definition of roles</td>
</tr>
<tr>
<td>Project Title and ID:</td>
<td>Women’s Safety and Security Initiative (WSSI) Plus (Phase 2)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outputs and Indicators</th>
<th>Activities</th>
<th>Resources Allocated</th>
<th>Costs (Dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Output No 1:</td>
<td></td>
<td>Consultancies (short-term) for the seven line ministries</td>
<td>28,000</td>
</tr>
<tr>
<td>Capacity of government, security and justice providers to implement the Law on Domestic Violence is increased</td>
<td>1.1 Support the Government of Kosovo on drafting relevant secondary legislation to implement the Law against the Domestic Violence</td>
<td>National Consultants (long term- from six months to one year) on adoption of LDV</td>
<td>(4,000x7consultants) 30,000</td>
</tr>
<tr>
<td>Indicator</td>
<td>1.1.1 Setting up the working groups</td>
<td>Studies and Research Services</td>
<td>25,000</td>
</tr>
<tr>
<td>Target:</td>
<td>1.1.2 Drafting the guidelines for the working groups</td>
<td>Training and Education Services for seven line ministries</td>
<td>22,000</td>
</tr>
<tr>
<td>In the Ministry of Labour and Social Welfare, Ministry of Health, Ministry of Justice, Ministry of Local Governance and Administration, Ministry of Internal Affairs, Ministry of Culture, Youth and Sports, as well as Ministry of Education, Science and Technology, the relevant secondary legislation to implement the Law on Domestic Violence is drafted and adopted, in accordance with European best practice</td>
<td>1.1.3 Provision of consultancy-expertise on drafting the secondary laws</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline:</td>
<td>No secondary legislation to implement the Law on Domestic Violence in place</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

34
<table>
<thead>
<tr>
<th>Output No 2: Development implementation and monitoring of National Strategy and Action Plan against Domestic Violence</th>
<th>Workshops with key local actors</th>
<th>7,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicator 1: Target: The secretariat for the implementation of the National Strategy and Action Plan for Domestic Violence is established and functioning</td>
<td>National Consultants (short term – up to six months)</td>
<td>15,000</td>
</tr>
<tr>
<td>Baseline: No secretariat for the implementation of the National Strategy and Action Plan for Domestic Violence existing</td>
<td>Secretariat Associate- 2011-2013</td>
<td>50,000</td>
</tr>
<tr>
<td>Indicator 2: Number of trainings to key institutional service providers (KP DV, SSOs and MOH officials) related to LDV and secondary laws conducted</td>
<td>Information Technology Equipment</td>
<td>60,000</td>
</tr>
<tr>
<td>Baseline 2: Key institutional service providers have low capacities on the new LDV and its secondary laws</td>
<td>Acquisition of Computer Software</td>
<td>120,000</td>
</tr>
<tr>
<td>Indicator 3: Target: Data collection, management and dissemination system on GBV in place and functioning</td>
<td>Training of CSWs, Kosovo Police (Domestic Violence Unit), Shelters (see acquisition of computer software package)</td>
<td>35</td>
</tr>
<tr>
<td>Baseline 3:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kosovo Institutions do not have the knowledge of the full extent of the GBV problem in Kosovo necessary for the effective implementation of the NAP-DV</td>
<td>professional stands in responding to domestic violence</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>2.2.3 Development of standardization of CSW record-keeping and advocacy for increased support to CSWs to decrease SSO caseloads</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.2.4 Provision of workshops and trainings to MoH to develop standard procedures for public and private service providers in treating, communicating with and referring VAW survivors, including a legal obligation for all health care professionals to document and report suspected VAW cases to KP</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.3 Support to development of a data collection, management and dissemination system</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.3.1 Conduct of a study on the costs of GBV for the &quot;state&quot;. This research is designed to estimate the economic impact of domestic violence to individuals, companies and government.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.3.2 Purchase and development of a system for collection, management, and dissemination of information on GBV in Kosovo, incorporating all parties involved in prevention and response (relevant line ministries, KP, public health and counselling services, civil society, open-source media etc.).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Workshop on development of SOP (MoH)</td>
<td>10,000</td>
<td></td>
</tr>
<tr>
<td>International Consultancy on GBV state costs (short-term, three months)</td>
<td>30,000</td>
<td></td>
</tr>
</tbody>
</table>
### Output no 3:
Provide technical and substantive support to the Ministry of Internal Affairs for the revision of the National Strategy and Action Plan on Trafficking in Human Beings.

**Indicator:**

**Target:**
The Prime Minister approves the revised National Strategy and Action Plan on Trafficking in Human Beings

**Baseline:**
No revision of the National Strategy and action Plan on Trafficking in Human Beings conducted yet

<table>
<thead>
<tr>
<th>Output No 4:</th>
<th>3.1 Develop, implement and monitor the revised National Strategy and Action Plan Against Trafficking in Human Beings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3.1.1 Reinforcing the action plan, front-line service providers and stakeholders by convening a series of seminars covering the full range of new commitments enshrined in the plan, through the ATS</td>
</tr>
<tr>
<td></td>
<td>3.1.2 Provision of expertise to the MoIA - through the Anti-Trafficking coordinator-to establish an effective and transparent monitoring, verification and reporting system.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Output No 4:</th>
<th>4.1 Increase the government and independent shelter's capacity to provide long-term rehabilitation services for survivors of domestic violence and trafficking in human beings</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>4.1.1 Need assessment, mapping of existing services and capacities, gap analysis, and development concrete steps for the various stakeholders to implement</td>
</tr>
<tr>
<td></td>
<td>4.1.2 Financial support to six shelters and re-evaluating and changing budget lines for funding of shelters to meet shelters' most urgent needs together with shelter representatives, ensuring coverage of essential costs like rent and utilities</td>
</tr>
</tbody>
</table>

| Secretariat Associate (2011-2013) National Consultancies (short-term, three months) for revision of NAP-THB Studies and Research Services related to revised NAP-THB Training and Education Services (Series of Seminars) |
| --- | --- |
|  | 50,000  |
|  | 10,000  |
|  | 15,000  |
|  | 25,000  |

| Grants to Institutions (6 shelters, for 12 months period) (package will include) Training and Education Services (for shelter management) Training and Education Services (for residents of the shelters) Roundtables with key stakeholders on need assessments, gap analysis and development of concrete steps to implement |
| --- | --- |
|  | 248,500  |
|  |  |
|  |  |
|  |  |
**Indicator 2:**
Amount of funding in the consolidated budget allocated to the shelters

**Baseline 2:**
No funding in the consolidated budget allocated to the shelters


| 4.1.3 | Cultivating the political will necessary to ensure long-term sustainability of investments in the shelters together with KWN, institutional stakeholders, parliamentarians and other partners, including lobbying the MFE to create a system of ensuring sufficient funding for shelters |
| 4.1.4 | Provision of training to shelter management on developing business plans and project management skills in order to increase their ability to seek funding |
| 4.1.5 | Cooperation with the MLSW's unit responsible for job and skills training for residents of the shelters in order to increase their chances of obtaining gainful employment |

**Output No 5:**
Civil Society ability to monitor and verify the implementation of the Law on Domestic Violence and the national action is strengthened

**Indicator:**
Target:
A network of civil society organizations is created and able to provide a qualitative report on the Implementation of the Law on Domestic Violence

**Baseline:**
No civil society organization network in


| 5.1 | Establish the Civil Society Monitoring and Verification Network |
| 5.1.1 | Organization of roundtables bringing relevant civil society organizations and government counterparts together to foster a dialogue on how non-state actors can exercise independent oversight of NAP implementation. Investment in a coalition-building exercise to unite disparate civil society groups under an effective coordination umbrella; development of joint information management and advocacy capabilities; mechanisms for knowledge management; and publication of a common annual monitoring report |

**Grants to KWN- CSOs will be responsible for organizing roundtables, trainings, research (as well as monitoring and verification of implementation of gender legal mechanisms)**

| | 100,000 |
place to provide a qualitative report on the implementation of the legal mechanism regarding the gender-based violence, especially the Law on Domestic Violence

**Output No 6:**
Awareness of the general public regarding gender-based violence is increased.

**Indicator:**
Target: Number of stories related to violence against women in the media is increased by 20%

**Baseline:** a baseline survey is to be conducted during 2 months to monitor 8 daily newspaper and TV programmes on GBV related stories

| 5.1.2 | Core funding 2-4 of the most viable civil society partners (as determined by a formalized capacity assessment and constituency analysis) in order to further cultivate independent monitoring and verification. |
| 6.1 | Strengthening the local media capacities to address the issue of gender-based violence |
| 6.1.1 | Organization of roundtables with all relevant actors to discuss the role of the various actors in preventing and developing common strategies on awareness campaigns. The roundtable discussion will document and generate a debate on current achievements, obstacles and/or failures of civil society, government institutions and other actors in the field of GBV |
| 6.1.2 | Organization of trainings for journalists together with the UNDP Communications Unit and the Kosovo Media Institute on GBV reporting. Thereby, journalists will have the necessary capabilities to not only raise awareness but professionally and effectively report on issues related to GBV and promote non-stereotypical images of women and men in the media |
| 6.1.3 | Sponsoring an award for the best journalistic piece reporting on GBV in Kosovo by a local journalist. |

| Contractual Services (awareness campaign) (Open tender) | 20,000 |
| Trainings of Journalists | 13,000 |
| Trainings of Journalists | 5,000 |
| Award to best journalistic piece | 3,500 |
| Roundtables with various key stakeholders on GBV issues | 10,000 |
| TV Debates on GBV | 10,000 |

<p>| Project Management | Project Manager | 95,000 |
| Project Officer | 60,000 |</p>
<table>
<thead>
<tr>
<th>UNDP Communications</th>
<th>UNDP GMS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knowledge Management Officer &amp; Project Associate</td>
<td>65,000</td>
</tr>
<tr>
<td>Project Team Transport</td>
<td>5,000</td>
</tr>
<tr>
<td>Project Team Transport</td>
<td>4,000</td>
</tr>
<tr>
<td>Travel expenses</td>
<td>4,000</td>
</tr>
<tr>
<td>Travel expenses</td>
<td>8,000</td>
</tr>
<tr>
<td>Computers and office equipment</td>
<td>4,000</td>
</tr>
<tr>
<td>Mobile phones / telephony</td>
<td>6,000</td>
</tr>
<tr>
<td>Internet charges</td>
<td>790</td>
</tr>
<tr>
<td>Stationary and office supplies</td>
<td>2,440</td>
</tr>
<tr>
<td>Stationary and office supplies</td>
<td>2,560</td>
</tr>
<tr>
<td>Meetings and hospitality</td>
<td>10,000</td>
</tr>
<tr>
<td>Meetings and hospitality</td>
<td>3,500</td>
</tr>
<tr>
<td>Misc. Expenses</td>
<td>3,000</td>
</tr>
<tr>
<td>Misc. Expenses</td>
<td>1,500</td>
</tr>
<tr>
<td>Newsletter design and publishing</td>
<td>2,100</td>
</tr>
<tr>
<td>Newsletter design and publishing</td>
<td>500</td>
</tr>
<tr>
<td>Translation services</td>
<td>1,000</td>
</tr>
<tr>
<td>Translation services</td>
<td>9,000</td>
</tr>
<tr>
<td>Other communications costs</td>
<td>3,000</td>
</tr>
<tr>
<td>Knowledge management activities</td>
<td>15,000</td>
</tr>
<tr>
<td>Knowledge management activities</td>
<td>6,944.50</td>
</tr>
<tr>
<td>Knowledge management activities</td>
<td>48,611</td>
</tr>
</tbody>
</table>

Total Budget (Dutch Government) | 750,000
Total Budget | 1,512,415